



# **Fayetteville LCI Plan**

*re-defining Livable Downtown Fayetteville*

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## **Executive Summary**

**Sponsors: Atlanta Regional Commission  
City of Fayetteville**



**URBAN COLLAGE, INC.**  
URS  
Robert Charles Lesser & Co. LLC

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## Overview

While Fayette County, one of the nation's fastest growing counties between 1984 and 1994, has experienced rapid growth over the last two decades, the City of Fayetteville and its downtown area have grown much more modestly and consistently since 1980. As in many suburban areas, this growth has resulted in the development of previously undeveloped or underdeveloped areas along major transportation routes and redevelopment within the historic downtown core. With continued growth anticipated for the City of Fayetteville and the surrounding County, the potential to reduce strip development and reinvigorate the downtown area as a village center offering a range of employment, shopping, recreation and housing has become a priority for the City, its staff and elected officials.

In 2002, the Atlanta Regional Commission (ARC) awarded the City of Fayetteville with a regional Livable Center Initiative (LCI) grant to develop a plan for Downtown Fayetteville and the surrounding area. The Livable Center Initiative promotes the development of action plans to enhance livability, connectivity and mobility within existing town centers, while identifying development and redevelopment opportunities. The program also promotes cooperation between private and public entities to implement plan components, which commonly include regulatory changes, infrastructure investment, development and redevelopment projects and the creation or refinement of development incentives.

## Inventory and Assessment

In June 2002, the LCI planning process began with a comprehensive Inventory and Assessment of the Study Area. This Inventory and Assessment analyzed existing conditions including study area context, demographics, existing land use, character and building conditions, historic resources, existing transportation and circulation, existing market conditions, study area issues and opportunities and potential development opportunities.

The Fayetteville LCI Study Area contains the entire "Main Street District" of Downtown Fayetteville and a portion of the Highway 85 commercial corridor just north of the downtown area. The area is bisected by two state highways (85 & 54) that are used heavily by south metro commuters to access job centers in central Atlanta and near Hartsfield International Airport.

The Study Area is characterized by a traditional downtown core, surrounding the original Fayette County Courthouse; a significant collection of institutional buildings serving Fayette County, the City of Fayetteville and Fayette County Schools; a collection of 1920-1940 residences in and around the downtown area and the Highway 85 commercial corridor north of Downtown Fayetteville.

## DOWNTOWN FAYETTEVILLE STRENGTHS AND WEAKNESSES (as defined by the Fayetteville LCI Core Team):

### 1. Strengths

- Courthouse Square
- Small town feel
- Retail/Trade center for the area
- Historical buildings
- Charm
- Future tourist attraction
- Street grid
- 2 major highways
- City and County offices
- Institutions
- Good building design
- Good local developers
- Commitment by local officials
- Good public support

### 2. Weaknesses

- Traffic
- Resistance to change
- Not convenient to necessities
- Not pedestrian friendly
- Lack of bicycle amenities
- Atmosphere for shopping / dining
- Vacant strip centers
- Absentee land owners
- Degrading strip centers (dated)
- Lack of non-government professional offices
- Funding/budget
- Lack of public recreation/parks/athletic facilities
- General public's knowledge of the area's strengths
- Short-term/limited vision
- Destruction of historic resources
- Perception/understanding of the value of a strong downtown

### 3. If we were really clever... we'd find a way to... (do what?)

- Eliminate ugly strip centers
- Eliminate overhead power lines
- Keep pedestrians safe
- Have people spend money downtown after dark
- Have parking near destinations
- Develop an efficient flow of traffic
- Provide in-town housing choices
- Make architecture important
- Have more density and better mix of uses
- Market ourselves better



## Existing Conditions

Land use within the Fayetteville LCI Study area is characterized by a predominance of institutional uses, single-family residences and commercial/retail facilities. The Highway 85 corridor is almost entirely commercial/retail north of Lanier Avenue. Conversely, the Highway 54 corridor is bounded by residential development to the west of the study area, a mix of uses through downtown including businesses and civic facilities, and residential and underdeveloped land to the east. In regards to mixed-use development it should be noted that in the table below "Mixed-use" refers to properties that contain multiple uses on a single parcel of land. Multiple uses within an existing single structure are rare within the Study Area.

### Fayetteville LCI Existing Land Use

Land Use Type	Number of Parcels	% of Total Parcels	Acreage	% of Total Acreage
Commercial	129	18%	155.30	19%
Office	50	7%	65.59	8%
Single Family <sup>1</sup>	351	48%	239.76	29%
Multi-Family	7	1%	11.94	1%
Institutional	56	8%	164.96	20%
Industrial	20	3%	17.36	2%
Mixed Use	26	4%	29.19	4%
Parks and Open Spaces	12	2%	23.96	3%
Parking <sup>2</sup>	12	2%	5.09	1%
Vacant	67	9%	120.57	14%
<b>Total Net Land Area</b>	<b>730</b>		<b>833.73</b>	

Total Gross Land Area

931.13

<sup>1</sup> Includes The Villages at LaFayette Park- contains 173 single family parcels

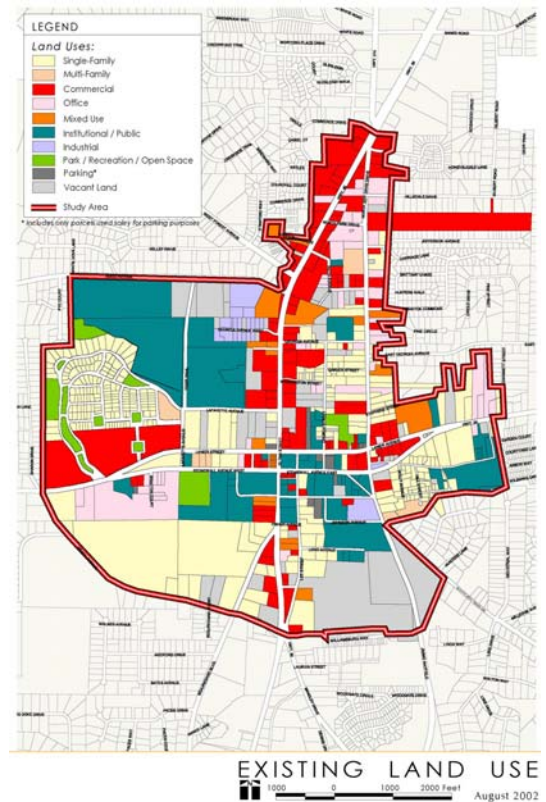
<sup>2</sup> Includes only parcels used solely for parking purposes

Total Net Land Area includes only developable parcels

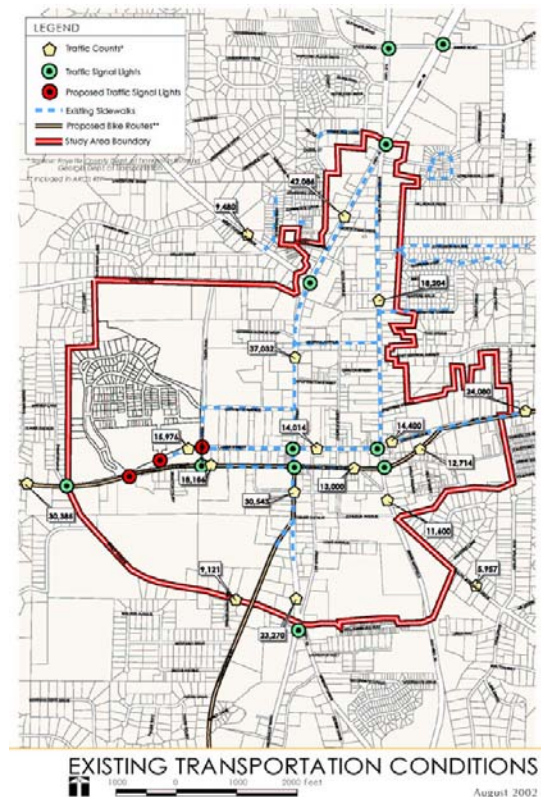
Total Gross Land Area includes streets and all right-of-way

Records indicate that much of Fayetteville's downtown area was constructed between 1880 and 1920. In 1990 the Fayette County Historical Society conducted a historic resources survey that is now recognized and on file with the Georgia Department of Natural Resources. Historic Resources within the Study Area tend to be concentrated in two areas (Jeff Davis Boulevard and in the downtown area between Lafayette Avenue and Beauregard Boulevard). These structures include numerous single-family residences constructed in the late 19<sup>th</sup> century or early 20<sup>th</sup> century and a series of civic and commercial buildings in the downtown area.

The transportation network within the Fayetteville LCI Study Area does not form a traditional grid pattern and is composed of a sparse street hierarchy where traffic is gathered and funneled onto one or two major facilities. These major facilities, GA 85 and GA 54 are the primary carriers of north-south and east-west traffic within the City of Fayetteville. GA 54 is split into a one-way pair of east-west streets through the downtown area, but are too close together to function appropriately. Due to their proximity, there is a large degree of queuing and congestion as traffic volumes exceed capacity and create difficult conditions for pedestrians.



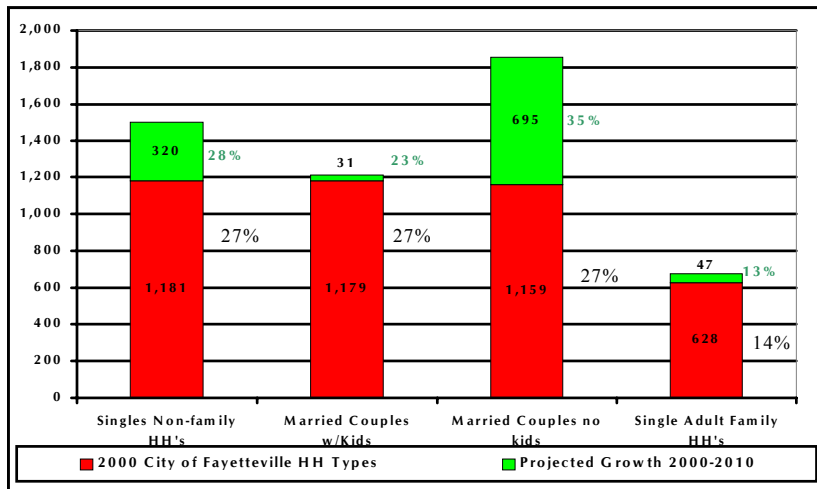
LCI Study Area Existing Land Use



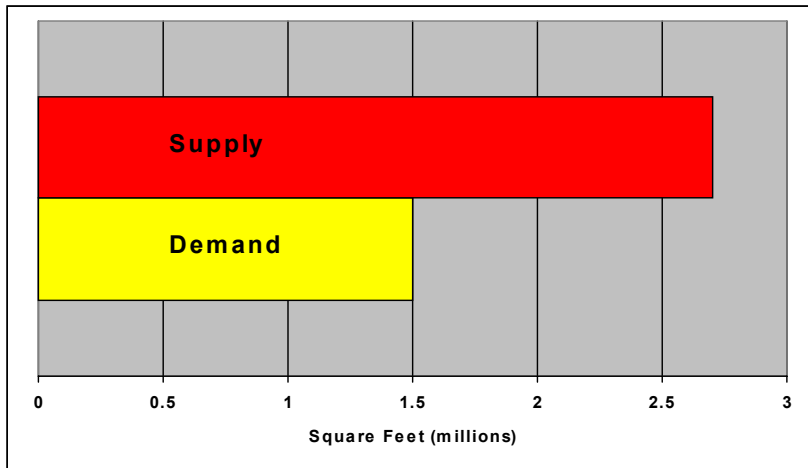
LCI Study Area Existing Transportation Conditions

## Market Conditions

### Household Types Existing and Projected City of Fayetteville (2000-2010)



### Supply vs. Demand for Commercial Space Fayetteville Trade Area (2001)



### Retail Support by Store Type

Fayetteville Trade Area (2001, 2001-2010 Annual and 2010)

	Total Trade Area Sales 2001/1	Total Trade Area Supportable Square Feet	Existing Square Feet In Trade Area	Total Trade Area Demand 2001	Total Annual Trade Area Supportable Square Feet 2001-2010	Total Trade Area Supportable Square Feet 2010
Comparison Goods	\$49,908,128	253,341	968,400	(715,059)	8,222	(641,060)
Eating and Drinking	\$46,208,478	223,165	142,650	80,515	7,243	145,699
Convenience	\$108,689,074	466,477	224,675	241,802	15,139	378,056
Gifts, Specialty, Other	\$21,190,365	110,366	542,500	(432,134)	3,582	(399,896)
Clothing and Access.	\$29,036,000	109,158	85,200	23,958	3,543	55,842
Discount Dept Stores	\$46,740,568	295,471	603,500	(308,029)	9,589	(221,724)
Gas Stations	\$29,783,249	13,084	91,200	(78,116)	425	(74,294)
<b>TOTAL</b>	<b>\$397,600,736</b>	<b>1,471,062</b>	<b>2,658,125</b>	<b>(1,187,063)</b>	<b>47,743</b>	<b>(757,377)</b>

Total Trade Area Supported 2001	Total Annual Trade Area Supportable Square Feet 2001-2010	Total Trade Area Supportable Square Feet 2010
346,274	25,925	579,598

<b>Potential for Supported Store Types</b>	<b>346,274</b>	<b>25,925</b>	<b>579,598</b>
<b>Eating and Drinking, Convenience (Grocery/Drug), Clothing and Accessories</b>			
<b>Store Types for Downtown</b>	<b>104,473</b>	<b>10,785</b>	<b>201,542</b>
<b>Eating and Drinking, Clothing and Accessories</b>			

1/ Claritas, 2002.  
2/ The Urban Land Institute's Dollars and Cents of Shopping Centers 2000.  
3/ Claritas 2002 Retail Employee Report, adjusted for businesses with fewer than 20 employees.

## Demographics and Housing

When compared to the rest of the Atlanta metropolitan region, City of Fayetteville residents are generally older and wealthier than the average metro resident. Long inhabited by families seeking refuge from the urban core, a majority of housing units in the City of Fayetteville are comprised of married couples with children and married couples without children as of the 2000 census. Commensurate with national trends toward smaller households, the City of Fayetteville is expected to experience a shift in household type composition and demand by housing type over the next ten years toward non-family households and married couples without children ("empty-nesters").

## Commercial Development

In terms of retail/commercial development, the LCI Study Area and the city of Fayetteville as a whole have an overabundance of commercially zoned space and a concentration of such space in one area of the city. Within the Fayetteville Study Area, there is sufficient population to support 1.5 million square feet of commercial space and yet there is in existence 2.7 million square feet of commercial space today. This figure does not include additional commercial space that could be added on undeveloped land that is commercially zoned.

While retail space is oversupplied in the Fayetteville Trade Area, opportunities do exist for smaller scale, commercial development in Downtown Fayetteville. Most retail in the trade area consists of convenience and large "big box" retailers, while dining and specialty retail store types are under-served in the market. Based on a statistical analysis by Robert Charles Lesser & Co. LLC, it is estimated that an un-met demand of 104,000 square feet exists within the trade area for small-scale, eating and drinking and clothing and accessory establishments over the next 8-10 years.



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## The Fayetteville Compass

As part of multiple LCI Core Team meetings and the first community workshop, City of Fayetteville residents participated in establishing a community-wide vision for the future of Downtown Fayetteville. At the first workshop, approximately 60 participants were introduced to the Fayetteville LCI Planning Process and a series of "planning stations." These stations included hands-on activities encouraging participants to define goals for the Study Area and to verify downtown development opportunities.

Based on this community participation, a collective vision for the City of Fayetteville was developed:

- A family-friendly small town based upon its historic roots and buildings,
- A mix of commercial/retail stores including small businesses and essential goods and services,
- Reduced traffic congestion and increased facilities for pedestrians and bicyclists,
- Added public open spaces/greenspaces and added cultural events.

In addition to the various "planning stations" at each community workshop, the *Fayetteville Compass* was administered to community members. The *Compass* included a visual preference survey where participants rated potential commercial, residential, transportation/circulation and open space development images and a series of multiple choice and short answer questions regarding land use, transportation, sense of place and implementation in the Fayetteville LCI Study Area.

Community ideals that ranked highly in the *Fayetteville Compass* included:

- The desire for downtown restaurants/dining and convenience retail,
- A community preference for mid-priced single-family and loft housing over multi-family and rental housing,
- The need for a useful open space in Downtown Fayetteville,
- The need to reduce congestion in Downtown Fayetteville— particularly at the intersection of State Highway 85 and Highway 54,
- The desire to improve the pedestrian environment in and around Downtown Fayetteville,
- A preference to preserve historic structures and older homes in and around downtown.

## HIGHEST RANKED IMAGES IN THE FAYETTEVILLE COMPASS:



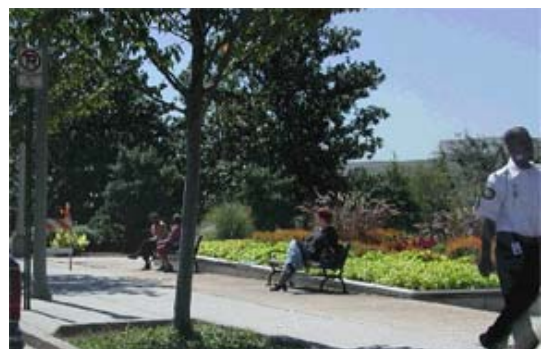
**Commercial Development**



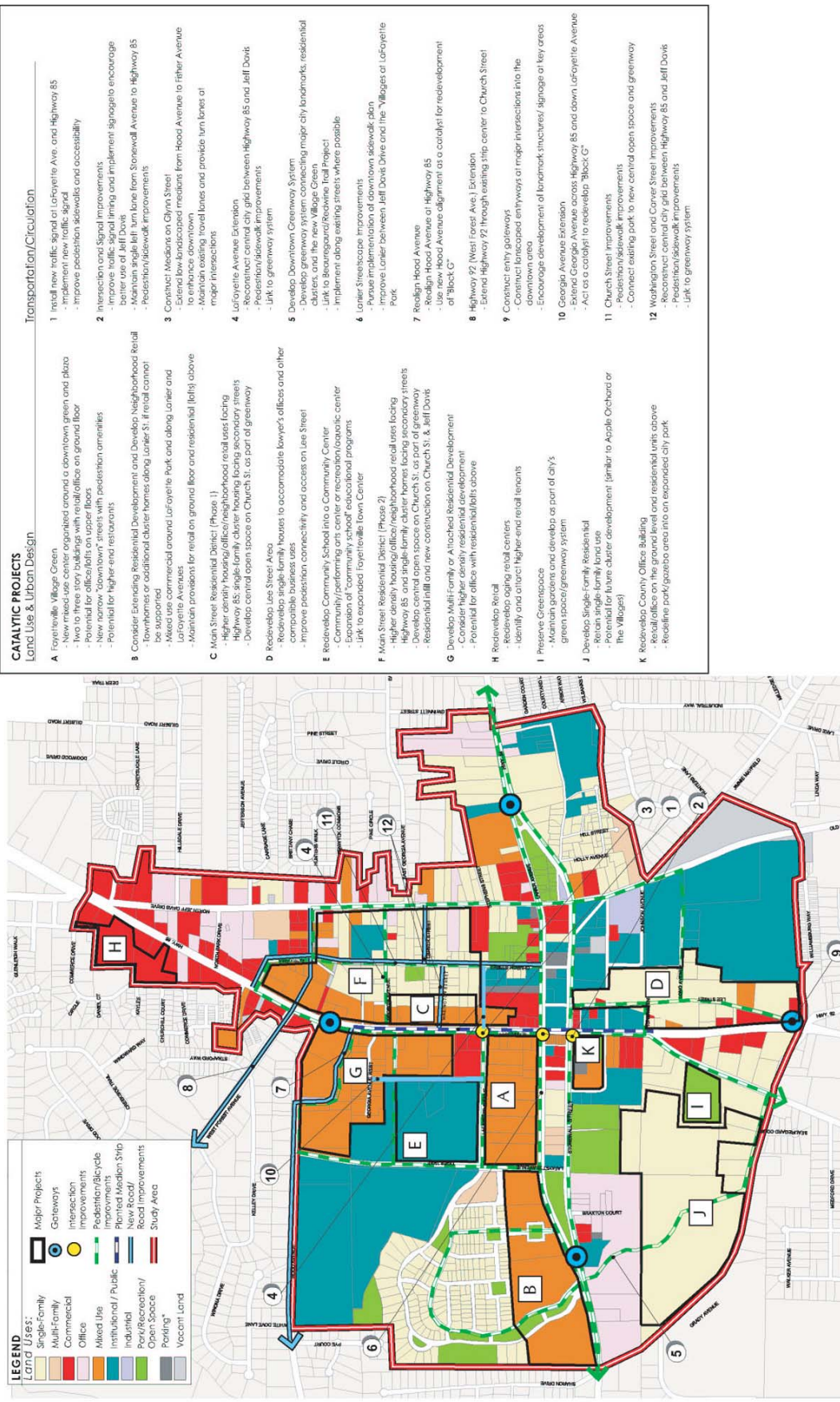
**Residential Development**



**Transportation/Circulation**



**Open Space**



The Concept Plan illustrates the full complement of land use/development and transportation initiatives to bring about the vision established through the Fayetteville LCI Plan. The plan reinforces five key concepts for revitalizing and sustaining Downtown Fayetteville and the LCI Study Area:

- Developing a critical mass of residents in and around the downtown area ,
- Enhancing the diversity and sustainability of small-scale retail establishments in Downtown Fayetteville,
- Encouraging commercial nodes rather than corridor commercial development ,
- Establishing attractive and functional open spaces and a gateway network ,
- Building on the City's historic character and preserving historic structures,
- Improving traffic circulation and access.



## Priority Projects

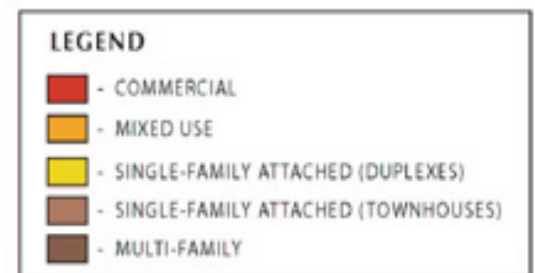
### Fayetteville Village Green

The Fayetteville Village Green has been conceived as a new centerpiece and catalyst for downtown development and re-investment. The Village Green positions a new destination within Downtown Fayetteville, building off of the historic core of commercial buildings already present around the courthouse square. While small retail establishments will be maintained in and around the central square, additional residential density and an increase in the diversity and number of commercial establishments will assist in drawing patrons and revitalizing the downtown area. These small retail businesses are not intended to compete with the “big box” retailers of Highway 85 or the large retail outlets at The Pavilion. Rather, small downtown businesses will fill an existing niche in the Fayetteville market for eating/drinking and clothing/accessories as they knit the downtown together.

The Village Green mixed-use center is organized around a major public park/plaza, which may be used for community events including the City's multiple art festivals and summer gatherings. Buildings should be multi-storied incorporating small retail establishments on the ground floor and office space/residences on upper floors. The architectural character of the Village Green is intended to be traditional, complementing older building styles similar to those along Stonewall Avenue across from the courthouse in Downtown Fayetteville. Buildings along the green should be compact- creating a continuous line of shops to frame the central greenspace and storefront windows to attract pedestrians. The Village Green can be phased in over time as the proposed design follows existing property lines.



Fayetteville Village Green Perspective (looking east toward Glynn Street/Highway 85)



Fayetteville Village Green Plan

### Main Street Residential District

The Main Street Residential District is borne out of the need to create additional residential options building a critical mass of residents in the Downtown area and a need to “trim” retail development along Highway 85. The first phase of the Main Street Residential District is situated directly across Glynn Street from the new Fayetteville Village Green. The proposed residential district includes the redevelopment of an existing automobile dealership and one small commercial building into rowhouses and cluster homes. The 30-35 rowhouses are grouped into small clusters facing Highway 85/Glynn Street and should be set back from Highway 85 with a pedestrian sidewalk and a generously landscape “front yard,” to enhance the pedestrian environment along Highway 85 and form a buffer between the homes and the roadway.

The 22 single-family detached homes are located behind the townhomes, facing a new north-south roadway that terminates at a small central park. The design of the single-family homes is intended to coincide with the “historic” feel of Downtown Fayetteville and the Fayetteville Village Green. The Main Street Residential District adds to the critical mass of downtown residents needed to reinforce the downtown commercial node and act as a catalyst to further redevelopment in the neighborhood located north of the courthouse square.

### Key Transportation Priorities

In conjunction with the land use initiatives proposed in the Fayetteville LCI Plan a series of transportation improvements have been proposed to improve connectivity and circulation within Downtown Fayetteville. These transportation improvements have been devised to reduce congestion, improve safety, encourage alternate modes of transportation (including walking, cycling, etc.) and enhance connectivity between residential areas, commercial areas, government services, institutions and office space.

- Implement a traffic signal at Lafayette Avenue and Highway 85/Glynn Street to provide a primary point of access for “The Villages at Lafayette Park” development and the Fayetteville Village Green development,
- Implement intersection and traffic signal improvements on Highway 85/Glynn Street at Stonewall Avenue and Lanier Avenue to reduce downtown congestion,
- Improve traffic flow and safety on Highway 85 by extending the landscaped median,
- Construct Glynn Street Sidewalk/Pedestrian Improvements,
- Extend Lafayette Avenue to Church Street,
- Develop the downtown greenway system.



Main Street Residential District (Phase 1)



## Implementation

Implementation of the Fayetteville LCI Plan will be led by the City of Fayetteville in concert with several key partners:

- The Downtown Development Authority (DDA),
- Fayette County,
- Georgia Department of Transportation (GDOT),
- Atlanta Regional Commission (ARC),
- Local property owners and developers.

The City of Fayetteville will be responsible for managing the overall development plan and action plan. The Planning Team encourages the City to focus its early efforts on the 2-Year Priority projects as described on the previous two pages. These initiatives are purposefully concentrated in the northwest quadrant of downtown within several blocks. Concentration on these projects will maximize the plan's impact on downtown stabilization and revitalization and prevent the City from over-extending its efforts geographically and/or financially during the early stages of implementation.

As future phases are implemented, many of the land use/urban design projects that the City will undertake are based upon complementary transportation improvements. The City will need to maintain a consistent working relationship with Fayette County and the Georgia Department of Transportation to phase projects so that transportation improvements lead or are completed along with major land use changes.

The market study recognizes the oversupply of commercial property within the City of Fayetteville and within the Fayetteville Trade Area. In order for the downtown area to attract and maintain quality businesses, Fayetteville will need to limit downtown-appropriate development in other parts of the City. The Planning Team recommends that commercial zoning be monitored closely by the City and limited where possible, particularly on Highway 85 between the Downtown commercial node and the Pavilion shopping area.

The City of Fayetteville is relatively advanced in supporting mixed-use downtown development. Over the last decade, the City has implemented a Main Street Architectural Overlay District and specialized downtown commercial zoning (C-1). Each of these regulations encourages mixed-use development in the downtown area and architectural styles that are consistent with the city's historic core. To facilitate necessary rezoning, the City is expecting to work proactively with partner-developers as construction plans are developed. The City will likely not attempt to rezone downtown properties under their current ownership except when rezoning may assist in the negotiation for property acquisition. Such enhancements in zoning classifications should be contingent upon following the development concepts in this plan.

## LIVABLE CENTERS INITIATIVE (LCI) DELIVERABLES: *How does the plan measure up?*

### 1. Efficiency/Feasibility of Land Uses:

- Promotes development/redevelopment of the traditional downtown core
- Supported by existing downtown overlay district

### 2. Transportation Demand Reduction Measures:

- Development concentrated at strategic nodes
- Widespread enhancement of pedestrian and bicycle facilities

### 3. Internal Mobility Requirements:

- Completion of sidewalk network
- Construction of median to calm traffic and improve safety on Highway 85

### 4. Mixed-Income Housing, Job/Housing Match:

- Incorporation of a mix of housing types within Downtown Fayetteville
- Build residential mass and convenience retail in the downtown area

### 5. Continuity of Local Streets:

- Reclamation of the downtown grid
- Extension and construction of several roadways to enhance the downtown grid and provide alternate routes through downtown

### 6. Need/Identification of Future Transit Systems:

- Potential for future transit service to development nodes

### 7. Connectivity of Transportation System to Other Centers:

- Increased vehicular and trail system connectivity to Hartsfield International Airport, Peachtree City and Riverdale

### 8. Center Development Organization and Management:

- Downtown Development Authority
- Main Street Program

### 9. Stakeholder Participation/Support:

- One-on-one stakeholder interviews
- Team Meetings
- Public Workshops

### 10. Public and Private Investment Policy:

- Strong collection of local developers
- Active plan participation from the development community



## Public Participation

Throughout the Fayetteville Livable Centers Initiative process a series of public participation techniques were utilized, providing an opportunity for community members to impart meaningful input into the plan's development. Public participation and input opportunities included:

- One-on-one stakeholder interviews,
- Project Management Team meetings,
- Core Team meetings,
- Public Workshops.

In the early stages of the planning process, outreach efforts assisted the Planning Team in assembling an accurate picture of existing conditions, issues and forces affecting Downtown Fayetteville and the surrounding area. In later stages, public participation provided an ongoing mechanism for input and consensus building among community stakeholders.

### Stakeholder Interviews

Two days of stakeholder interviews (approximately 20 participants) were conducted. While confidential minutes of each stakeholder interview were taken, ideas and issues were consolidated into an issue matrix (contained in the full report) for community presentation.

### Team Meetings

The Project Management Team consisted of City of Fayetteville staff and elected officials. The Project Management Team provided daily direction to the project, overseeing the planning process. The Core Team included 12 community stakeholders who met on roughly a biweekly basis to provide guidance and input into the planning process, concepts and implementation steps.

### Public Workshops

As part of three Community Workshops, approximately 200 City of Fayetteville residents participated in:

- A series of "planning stations,"
- Completion of the *Fayetteville Compass* visual preference survey and short answer questionnaire,
- Construction of diagrammatic downtown "collages" to determine development opportunities and alternatives,
- Building block exercises to plan a mixed-use development around a central greenspace just northwest of the traditional downtown square.

Community members "weighed" in on the direction of the plan at the end of each community workshop and played a significant role in the evolution of the plan's solutions and priorities as adopted by City Council on February 20, 2003.



Workshop #2 Table Group



Workshop #2 Diagrammatic "Collage"



Workshop #3 Block Exercise

